

Message Text

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PAGE 01 STATE 036201

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NEA-10 ACDA-19 SAJ-01 CIAE-00 DODE-00 NSAE-00 NSCE-00

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SPC-03 SAM-01 /133 R

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APPROVED BY: P - JOSEPH J SISCO

EUR-MR ARMITAGE

PM/DCA - MR BAKER

NEA - MR DAVIES

IO - MR BLAKE

IO-MR BUFFUN

C - MR SONNENFELDT

S/S - WHLUERS

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R O 22215Z FEB 74 ZFF5

FM SECSTATE WASHDC

TO USUN NEW YORK 5707

INFO AMEMBASSY MEXICO IMMEDIATE

AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY OTTAWA

C O N F I D E N T I A L STATE 036201

TOSEC 118 ZFF MEXICO ONLY

C O R R E C T E D C O P Y (PARA 4C LINE 1 CORRECTION)

E.O. 11652: GDS

TAGS: PFOR, UN, UR

SUBJECT: CONSULTATIONS ON PEACEKEEPING

REF: USUN 416

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PAGE 02 STATE 036201

1. DEPT CONCURS WITH MISSION ASSESSMENT THAT TIME RIFE FOR RENEWED APPROACH TO SOVIETS ON PEACEKEEPING AND THAT OVINNIKOV CONVERSATION FEB 7 (REFTEL) PRESENTS FAVORABLE OPENING FOR FOLLOW-UP TO PROPOSAL WE MADE AT GA. YOU MAY INDICATE TO SOVIETS THAT WE NOW READY TO RENEW TALKS WITH HOPE OF REACHING US-USSR AGREEMENT ON GUIDELINES AS SOON AS POSSIBLE

. YOU SHOULD STATE THAT WE ARE PLEASED TO NOTE THAT SOVIETS PREPARED TO PROCEED ON GENERAL OR SPECIFIC PEACEKEEPING GUIDELINES. WE NOTE IN PARTICULAR OVINNIKOV'S REMARK THAT IF AGREEMENT IS ACHIEVED, SOVIETS WILL NOT RAISE KIND OF DETAILS THEY DID ON FEB 5. AVOIDANCE OF SUCH CONFRONTATIONS SHOULD FACILITATE PROSPECTS FOR PROGRESS ON GUIDELINES.

2. FYI. IN THIS NEGOTIATION WE SEEK PRIMARILY TO ESTABLISH BROAD PRINCIPLES WHICH COULD PRODUCE LONG TERM AGREEMENT. WE APPRECIATE, OF COURSE, THAT SINCE SUCH AGREEMENT COULD APPLY TO UNEF, WE WOULD ONLY AGREE TO PRINCIPLES OR MEASURES COMPATIBLE WITH UNEF. LIKEWISE, WHILE WE NOW READY TO MOVE CLOSER TO SOVIETS ON ROLE OF SC, WE MUST FORMULATE GENERAL PRINCIPLES IN WAYWHICH WILL PRESERVE SUFFICIENT OPERATIONAL LEEWAY FOR SYG AND COMMANDER.

3. RE TACTICS FOR TALKS, WE ENVISAGE NEGOTIATIONS BEGINNING IN GENERAL TERMS AND PROCEEDING TO MORE SPECIFIC LANGUAGE OR MEASURES AS WARRANTED BY SOVIET REACTION. WE BELIEVE IT PARTICULARLY WORTHWHILE TO PROBE SOVIET POSITION, SPECIALLY TO TEST THEIR WILLINGNESS TO FINESSE POSSIBLE AREAS OF CONTENTION AND TO DETERMINE TO WHAT DEGREE THEY READY TO PRESERVE MEANINGFUL ROLE FOR SYG. END FYI.

4. RE SPECIFICS OF NEGOTIATIONS, YOU SHOULD TELL SOVS THAT US BELIEVES WE SHOULD ATTEMPT TO ESTABLISH MORE GENERALIZED GUIDELINES THAN ENVISAGED IN PAST, WHICH WE BELIEVE PREFERABLE IN LIGHT DIFFICULTIES ENCOUNTERED IN PAST EIGHT YEARS. IN OUR VIEW UNEF HAS DEMONSTRATED THAT DETAILED GUIDELINES NOT NECESSARY. FURTHERMORE, WE SHOULD IN "PRINCIPLE" MAKE CLEAR THAT CONFIDENTIAL

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PAGE 03 STATE 036201

EACH PEACEKEEPING OPERATION MAY REQUIRE VARIATIONS AND THAT SC MUST BE ABLE TO MODIFY OR ADJUST PRINCIPLES IN LIGHT OF FACTS AND CIRCUMSTANCES OF EACH CASE. PRINCIPAL PURPOSE OF PRINCIPLES TO BE INCLUDED IN GENERALIZED GUIDELINES WOULD BE TO DELINEATE RESPECTIVE RESPONSIBILITIES OF PRINCIPAL ORGANS OF UN, PARTICULARLY SC AND SYG. THUS, GUIDING PRINCIPLES SHOULD:

A) REAFFIRM SC PRIMARY RESPONSIBILITY FOR MAINTENANCE INTERNATIONAL PEACE AND SECURITY AND ACCORDINGLY FOR AUTHORIZATION OF PEACEKEEPING OPERATIONS, AND ITS ULTIMATE RESPONSIBILITY FOR ESTABLISHMENT AND DIRECTION OF OPERATION.

B) ESTABLISH THAT, WITHIN PROVISIONS LAID DOWN BY SC, SYG AND PK COMMANDER SHOULD HAVE SUFFICIENT AUTHORITY TO OPERATE EFFECTIVELY ON DAY-TO-DAY BASIS. THUS, LOGISTICAL AND ADMINISTRATIVE MATTERS, SHOULD BE LEFT TO DISCRETION OF SYG OR COMMANDER.

C) ESTABLISH THAT SC SHOULD HAVE RESPONSIBILITY FOR AUTHORIZATION, DEFINITION OF PURPOSE, ESTABLISHMENT OF MANDATE, DURATION AND SIZE OF PEACEKEEPING OPERATION; MANNER OF ITS TERMINATION; AND RECOMMENDED FINANCIAL ARRANGEMENTS. FURTHER, AS CONCESSION TO SOVIET VIEWPOINT, US WILLING TO EXTEND LIST OF SC PREROGATIVES TO INCLUDE APPROVAL OF COMMANDER AND COMPOSITION (AS RECOMMENDED BY SYG).

D) REAFFIRM, THAT PRINCIPLE OF EQUITABLE GEOGRAPHIC DISTRIBUTION OF PEACEKEEPING FORCES SHOULD BE TAKEN INTO ACCOUNT, BUT THAT PARAMOUNT CONSIDERATION SHOULD BE THAT FORCE MUST BE ABLE FUNCTION AS INTEGRATED AND EFFICIENT MILITARY UNIT. LIKEWISE, PRINCIPLES SHOULD STATE THAT SINCE IDEAL GEOGRAPHIC COMPOSITION OF EACH PEACEKEEPING FORCE LIKELY TO BE DIFFERENT, FLEXIBILITY MUST BE RETAINED IN ORDER TO BE ABLE TO RESPOND TO DIFFERENT SITUATIONS AND TO TAKE INTO ACCOUNT VIEWS OF HOST COUNTRIES.

E) ESTABLISH ROLE OF SC IN ACTUAL CONDUCT OF OPERATION, WHICH HAS BEEN CORE OF PREVIOUS DIFFICULTIES BETWEEN US; CONFIDENTIAL

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PAGE 04 STATE 036201

A MORE CENTRAL ROLE FOR SC AFTER OPERATION HAS BEEN LAUNCHED COULD BE ENSURED BY;

(1) REQUIREMENT THAT SYG REGULARLY REPORT TO THE SC ON THE OPERATION OF THE FORCE;

(2) PROVISION FOR PERIODIC SC REVIEW OF FORCE OPERATIONS;

(3) POSSIBILITY THAT SC MAY DEEM IT USEFUL TO ESTABLISH ADVISORY OR CONSULTATIVE COMMITTEE UNDER ARTICLE 29, WHICH COMMITTEE WOULD INCLUDE PERMANENT MEMBERS OF SC IN ADDITION TO OTHERS WHO MIGHT BE INVITED. UNFICYP AND OTHER PKOS HAVE SHOWN THAT MECHANISMS OTHER THAN ART. 29 COMMITTEE ALSO FEASIBLE. "PRINCIPLES" SHOULD MAKE ESTAB-

LISHMENT OF ADVISORY OR CONSULTATIVE COMMITTEE OPTIONAL
AND LEAVE DETAILS TO BE WORKED OUT ON CASE-BY-CASE BASIS.

5. "PRINCIPLES" COULD ALSO COVER STANDBY ARRANGEMENTS
WHICH SC MIGHT AUTHORIZE SYG UNDERTAKE: MODEL
AGREEMENTS WITH HOSTS AND CONTRIBUTORS, INVENTORY OF TROOP
OFFERS, AND FACILITIES WHICH MEMBERS WOULD MAKE AVAILABLE,
ROSTERS OF POTENTIAL COMMANDERS. THERE IS ALREADY CON-
SIDERABLE AGREEMENT BETWEEN US AND OTHER UN MEMBERS
ON THIS SUBJECT.

6. IN SUM, YOU SHOULD TELL SOVIETS THAT THIS DEMARCHE
REFLECTS STRONG US INTEREST IN ACHIEVING RAPID AGREEMENT
WITH SOVIETS ON PEACEKEEPING GUIDELINES. WHILE SOME OF
THESE IDEAS PRELIMINARY, THEY SHOULD BE REGARDED AS SERIOUS
NEW EFFORT TO GET PEACEKEEPING AGREEMENT AS SOON AS
POSSIBLE, FIRST WITH USSR, AND THEN WITH OTHER COUNTRIES
CONCERNED. WE HOPE THAT SOVIETS WILL RESPOND IN SAME
SPIRIT. WE WILL, OF COURSE, BE PREPARED TO CONSIDER ANY
ADDITIONAL SUGGESTIONS THEY MAY WANT TO MAKE. RUSH

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